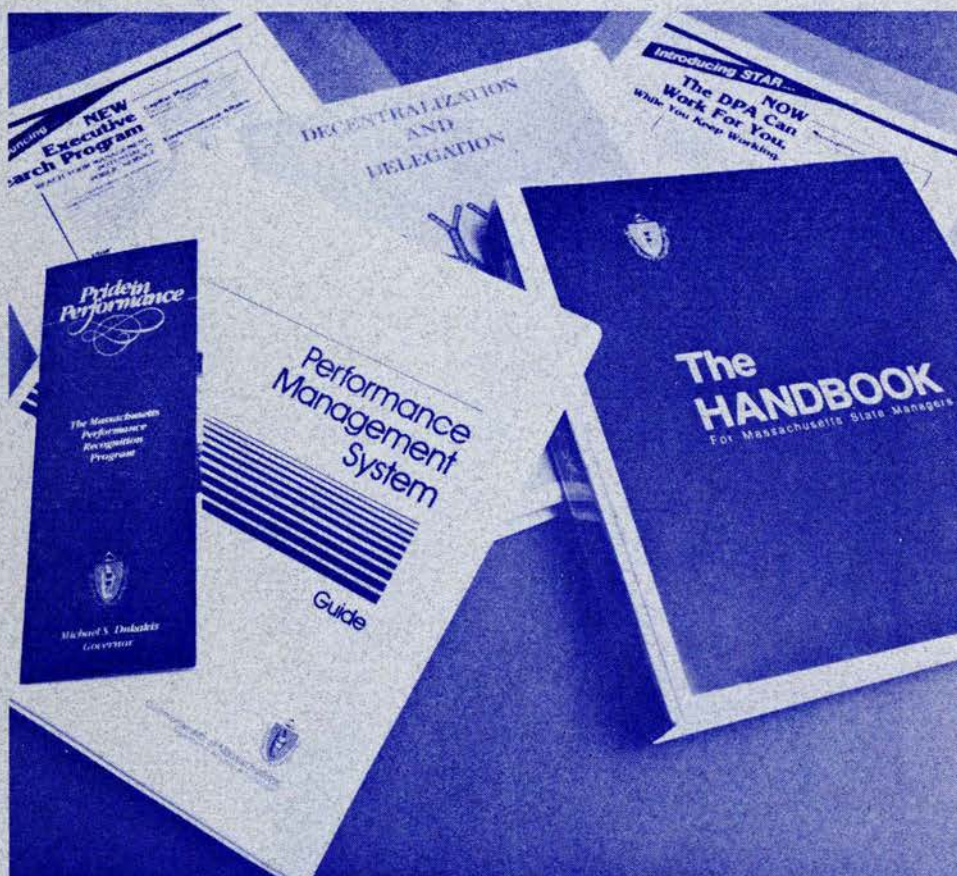


Commonwealth of Massachusetts  
Department of Personnel Administration



ANNUAL REPORT  
Fiscal Years 1984 and 1985

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# MESSAGE FROM THE GOVERNOR

The challenges facing public managers in state government today are great. To realize this administration's goal of providing genuine opportunity for all our citizens requires a tremendous investment in the talented and creative employees of state government. It is for this reason that the Department of Personnel Administration's mission is a very critical element in the overall strategy of my Administration.

There is no single resource more important to government than its people. The effective management of our human resource is essential to our work for the public interest. The Department of Personnel Administration, under the leadership of David A. Haley, has made significant improvements during the past two years in the tools, systems, and training programs available to state agencies in managing their human resources. These improvements have led to increased delegation of authority, greater systems of accountability, a statewide performance planning and evaluation process for all managers and greatly increased computer capacity for functions previously characterized by bureaucracy, delay and inefficiency.

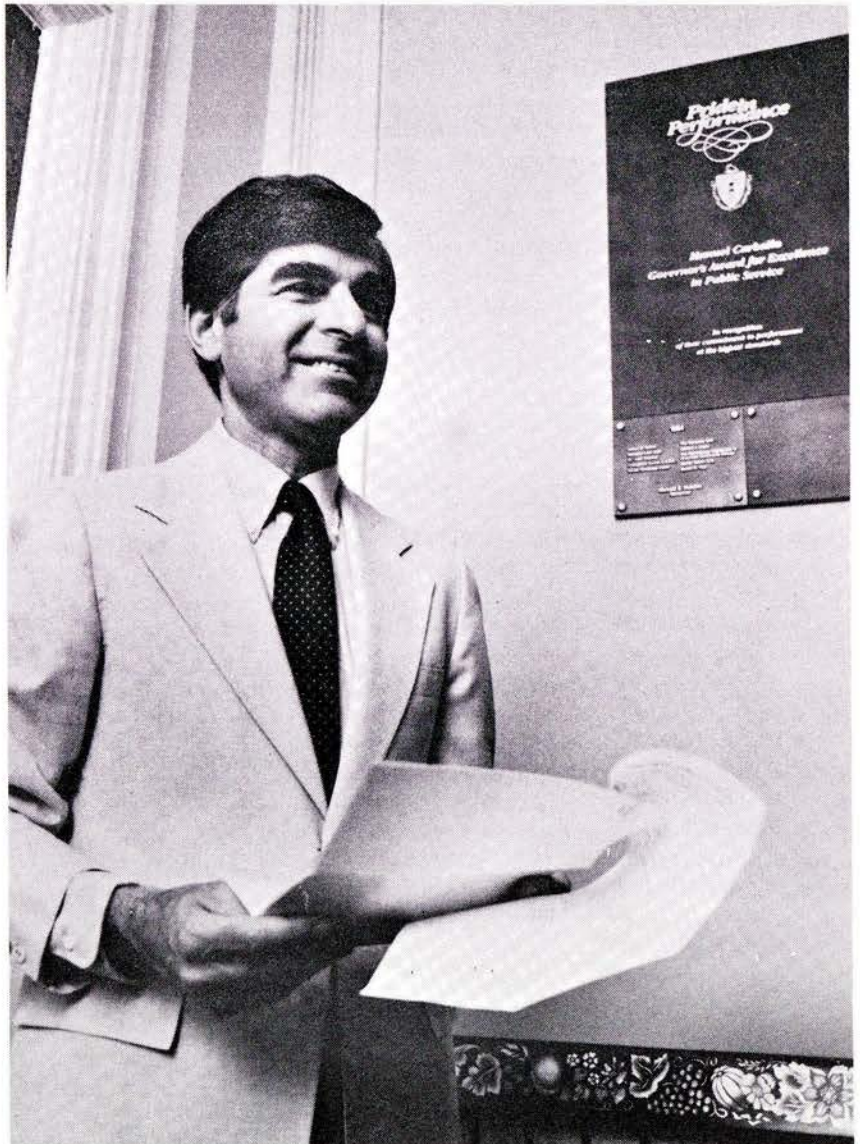
Although effective management systems are extremely important, they are not enough. We must do all that we can to restore pride in the performance of state employees and to reaffirm the belief that public service is indeed a noble profession. We must make Massachusetts government a professional and responsible enterprise, and we must recognize and reward the people who make it so.

In July of 1984, I announced the establishment of the Massachusetts Performance Recognition Program through which we have publicly recognized outstanding state employees for their performance. I look forward to a continuation of this program and others like it which help to motivate all of us to work towards excellence in public service.

I am extremely proud of DPA's accomplishments during this two-year period. The results of our efforts prove that we can make a difference. I remain committed to do all I can to attract and retain

qualified, talented individuals in service to the Commonwealth, to allocate resources necessary for effective human resource management systems, and to restore pride in the performance of Massachusetts state government. By working together and by striving for excellence, we will realize our goal of providing genuine opportunity for each and every citizen of the Commonwealth.

MICHAEL S. DUKAKIS  
Governor







## MESSAGE FROM THE PERSONNEL ADMINISTRATOR

I am proud to submit this report on the activities of the Department of Personnel Administration for Fiscal Years 1984 and 1985.

During this period, it was my intention not only to improve the Department's traditional personnel systems, but also to redefine its overall mission to include a stronger, more service-oriented focus to assist State agencies in the management of the Commonwealth's human resources. Due to the dedication and commitment of the Department's entire staff, we have met our priority objectives for this period, thereby successfully implementing long-awaited changes in several critical areas.

The most significant improvements have been in the five broad areas of effective management systems, innovative human resource management policies, leadership development, strategic planning, and comprehensive personnel services. During the past two years, the Department has radically changed the Commonwealth's personnel management systems through a program of decentralization and delegation. To date, we have achieved the complete decentralization of position classification maintenance for all State agencies and have made possible the delegation of personnel authority to those agencies meeting certain requirements. These modifications have made the State's personnel system more responsive to the needs of State agencies while holding individual agencies accountable for decisions regarding their own personnel matters. In conjunction with decentralization, the processing of information has been revolutionized with the state-wide



implementation of two computer systems: PMIS, a system developed by the State's Office of Management Information Systems to produce a weekly pre-audit payroll for 60,000 State employees; and ELIPSYS, a system developed by DPA staff to dramatically reduce the time required to produce civil service examination results and the certification of qualified job applicants.

In the area of human resource management, the Massachusetts Performance Recognition Program stands out as one of the Department's most successful initiatives during Fiscal Year 1985. At an emotional and eventful December 1984 awards dinner attended by 1200 State employees and their guests, Governor Dukakis awarded 400 "Citations for Outstanding Performance" and ten special awards for "Excellence in Public Service" to State employees, publicly recognizing them for their exemplary performance. In addition, two special awards for career service were also presented. Although the success of the event is obvious, the program's worth is immeasurable in terms of its contribution to the motivation and pride of all State employees. Additionally, during 1985, the Commonwealth strengthened its investment in the well-being of its workforce through the continued expansion of the Massachusetts Employee Assistance Program (MEAP), a state-of-the-art initiative designed to provide counseling and referral services to State employees who need help due to personal or emotional problems. This year's efforts included the opening of five new MEAP centers throughout the State, expanding coverage to 18,000 State employees and their families.



In the area of leadership development, the State's Management Development and Training Program has been a major initiative of this Administration due to the Governor's strong personal commitment to excellence in State government. The program is a comprehensive training strategy designed to provide a systematic, professional management program for mid- to upper-level managers throughout State government. To date, over 2,100 managers have participated in the program.

The design and implementation of the new planning and performance evaluation process, the Performance Management System (PMS), is intended to fill a critical need for a strategic planning tool for all State managers. The new system, currently implemented in 37 State agencies, includes the annual development of an agency mission, goals, and priority objectives, against which individual performance can be evaluated. This evaluation is based upon measurable objectives negotiated and established by a manager and his/her supervisor. PMS is a major step in this Department's efforts toward facilitating the planning process and holding managers accountable for achieving established priority objectives.

In keeping with its new focus as a service provider, DPA has instituted several innovative personnel services available to State agencies. One of the most significant changes is in the area of recruitment and referral. The Commonwealth's new Executive Search unit within DPA is viewed as a model for other States in their efforts to recruit minorities, women, and disabled individuals to State service.

In summary, the Department of Personnel Administration has made substantial progress through significant changes implemented during Fiscal Years 1984 and 1985. I would like to express my sincere personal gratitude to Governor Dukakis and Secretary Keefe for the opportunity to direct the Department through this challenging and rewarding period. We take "pride in our performance" so far as we continue in our commitment to provide the most professional services to State agencies and municipalities and to work toward an integrated, effective human resource management program for all employees of the Commonwealth.

DAVID A. HALEY  
Personnel Administrator



During the past two years, DPA has focused much of its attention on the job of the manager in State government. How do we provide the necessary tools which State managers need to manage effectively? How do we establish performance expectations, measure managers' performance, and hold them accountable? How do we evaluate and classify their jobs fairly? The Department's efforts toward increased decentralization and delegation of personnel responsibilities, in conjunction with the establishment of new management systems, attempt to respond to these critical questions.

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## Decentralization and Delegation Program

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Decentralization and delegation of the Commonwealth's personnel and civil service functions have been priority objectives for DPA during the past two years. The program consists of two components: the decentralization of position classification maintenance and the delegation of personnel authority. The goal is to modify the State's personnel system to make it more responsive to the needs of individual State agencies.

The decentralization of classification maintenance, which is mandatory for all agencies, places

responsibility at the agency level for keeping the State's classification plan current. The process includes the development and maintenance of current and accurate position descriptions for all jobs, the maintenance of an updated organization chart, and the periodic review of jobs in each agency to identify changes in duties and responsibilities and possible misclassification.

The second component, the delegation of personnel authority, is optional for State agencies and is contingent upon successful implementation of the decentralization of classification maintenance. Delegation allows State agencies to make certain personnel classification decisions without the prior approval of the Personnel Administrator, which is currently required, and therefore, to more efficiently make appropriate adjustments in staffing patterns due to changes in agency programs or unforeseen circumstances.

DPA's Bureau of Classification conducted a series of orientation sessions in April 1984 to provide an overview of both the decentralization and delegation components and to outline specific steps for implementation. Representatives from all State agencies attended one of six sessions conducted throughout the Commonwealth. Following the orientation, classroom training was conducted during May and June 1984 for more than 300 staff members from various State agencies. During these training sessions, agency staff engaged in personnel work were exposed to detailed explanations of procedures, documents, and their new responsibilities under the decentralized system. Although formal training has now been completed, DPA continues to offer ongoing technical assistance to State agencies. Through the Bureau of Classification, DPA has successfully implemented decentralization in all State agencies.

However, implementation of decentralization does not signify an end to DPA's responsibilities in the critical area of classification maintenance. During the year, the

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# PERSONNEL MANAGEMENT

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Bureau of Classification will audit each agency's performance to ensure that required standards are being met. Careful steps toward the implementation of delegation will begin only when interested agencies have met all decentralization program requirements.

Effective implementation of the two-pronged program has many advantages for individual agencies and for State government as a whole. First and foremost is the increase in accountability of individual State agencies in making classification decisions and taking action regarding their own personnel matters. With necessary audit controls in place to ensure consistency within each agency and throughout State government, the Commonwealth will have an accurate, up-to-date classification plan and one that is flexible enough to respond to each agency's changing personnel needs. Most importantly, these initiatives will contribute significantly to the overall effectiveness of the Commonwealth's human resource management program.





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## Performance Management System

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One of the most significant initiatives undertaken by DPA during the past two-year period is the implementation of a new performance planning and evaluation process for all State managers. This new tool, called the Performance Management System (PMS), stems from provisions of Chapters 699 and 767 of the Acts of 1981 which mandate regular performance evaluation of all managers and employees within the Executive Branch of State government and the municipalities.

For several months, the design of a performance evaluation and planning tool was thoroughly researched and discussed by DPA staff in conjunction with two advisory groups: the Commonwealth's Management Sub-Cabinet's Performance Evaluation Task Force and the Massachusetts Business Roundtable's Performance Evaluation Subcommittee. Together these groups consisted of distinguished representatives of management from both the public and private sectors who provided invaluable input toward the development of an effective system. PMS, the product of this combined effort, is a planning and communication vehicle which provides a means by which a manager's performance is evaluated based upon measurable objectives previously negotiated and established by the manager and his/her supervisor. Under PMS, the manager and supervising manager mutually agree upon clearly-stated, measurable objectives for the coming year, which facilitates the planning process and serves as a basis for the manager's annual performance review. The system follows a fiscal year cycle, assisting in linking an individual manager's performance to annually established overall agency objectives.

In August 1984, the implementation of PMS began with a pilot group of 600 managers in nine State agencies, including DPA itself. All agencies participate in a five-day training program, conducted by experienced faculty, during the course of the first PMS cycle. Implementation of PMS in twenty-eight additional agencies began in the Spring of 1985, and 1200 managers will be trained in the program during Fiscal Year 1986. DPA plans to complete the training of the State's entire management workforce of 3,200 managers and to assist over 90 agencies in completing at least one year of work with PMS by the end of Fiscal Year 1987.

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## Management Job Evaluation

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The existing method of classifying management positions within State government originated in 1977 as a result of a study conducted by DPA in conjunction with the consulting firm of Hay Associates. The study's recommendations were formally accepted with the enactment of Chapter 699 of the Acts of 1981, which established a uniform, equitable classification system for management positions using detailed job evaluations as a systematic process for basing a manager's compensation on actual job content.

Ten percent of all management positions change annually due to reorganizations and statutory changes. The law provides for the ongoing re-evaluation of existing management positions and the evaluation of new positions to ensure that the classification plan remains current and that compensation levels consistently and fairly relate to job content. The methodology used in the original 1977 study continues to be utilized today by DPA's Management Classification and Compensation Unit in performing its legislatively-mandated responsibilities.

During Fiscal Years 1984 and 1985, the Management Classification and Compensation Unit evaluated over 850 management positions, over one-quarter of all classified management positions in State government. These included management positions evaluated as a result of reorganizations in six State agencies. During this period, the Unit continued to provide technical assistance to individual State agencies, and conducted three job evaluation training sessions to increase the number of agency evaluators available to participate in the job evaluation process.

In addition, DPA conducted management salary surveys in Fiscal Years 1984 and 1985, resulting in recommendations to establish new and more competitive management salary schedules. In response to the Management Salary Collision Provision (Section 5, Chapter 487 of the Acts of 1984), the Department recently issued a directive allowing a salary adjustment for a manager in the case of salary collision with a direct non-management subordinate, providing that certain eligibility criteria are met.



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## Agency Liaison Officer Personnel Policy Forum

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In conjunction with the Management Sub-cabinet established by the Dukakis Administration in 1983, DPA established the Agency Liaison Officer (ALO) group in that same year to provide a forum for the discussion of personnel policy issues by senior-level administrative managers throughout State government. The ALO group, which meets bi-monthly, includes representatives of all the Secretariats and major line agencies. The group addresses issues such as comparable worth, management development and training, increased data processing support for decision-making, management compensation, and

equal employment opportunity. In addition, the ALO group is used to introduce and to explain DPA initiatives as well as to assist in the implementation of new programs, such as decentralization/delegation and the Performance Management System.

During the past two years, ALO meetings have served both as a valuable tool to DPA in transmitting information to and receiving feedback from a cross-section of managers, and as a unique opportunity for this "community" of managers to share common concerns, problems, and solutions. In the future, the Department hopes to widen the span of representation within the ALO group and to encourage use of the ALO forum as a "facilitator" in attracting specialists to address key issues of current interest.

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## Personnel/Payroll Management Information System

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With a more decentralized and delegated program of personnel management, the need for new information sources and accelerated processing becomes all the more necessary. Through the Commonwealth's Office of Management Information Systems (OMIS), DPA staff participated in the statewide implementation of the Personnel/Payroll Management Information System (PMIS), a computer system designed to produce a weekly pre-audit payroll and to maintain an accurate data base of each employee's personnel records and related information. PMIS has revolutionized the maintenance of individual State employee's personnel data by eliminating time-consuming paper flow for most personnel actions and instituting direct, on-line data entry by individual agencies. The system enables users to facilitate personnel transactions, control compensation, and project budget implications of personnel costs. While PMIS gives the decision-makers in State agencies the information they need, it also satisfies the statutory control requirements of DPA.

DPA staff participated in the initial process required by State agencies in their sometimes challenging conversion to PMIS. As the use of the system became more widespread, DPA staff received extensive training from OMIS staff to carry out the audit function.

After nearly two years of considerable joint effort by several agencies, the Commonwealth has achieved total conversion to PMIS. By July 1985, a weekly payroll total of nearly \$23 million was paid through PMIS to 60,000 Massachusetts State employees. ■





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# MERIT SYSTEM ADMINISTRATION

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Significant steps were taken by DPA during the past two years to preserve the integrity of the State's Civil Service System. In July 1984, the old Civil Service Rules were converted to updated Personnel Administration Rules after months of public hearings and substantial feedback from interested parties. In conjunction with other decentralization efforts, the Department offered to delegate to State agencies the administration of promotional examinations, while it streamlined the processing of exam and list information through a newly-implemented computer system, providing more timely information to appointing authorities facing critical personnel decisions. As our Civil Service System enters its second century of existence, these and other reforms are extremely appropriate.

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## Delegation of State Promotional Examinations

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Consistent with the intent of the Department's decentralization/delegation program, DPA has started the process of delegating the administration of State promotional examinations to individual agencies. The major goal of this program is to redirect DPA resources toward the more timely processing of exam results and the development of the larger, open competitive examinations, which are revenue producing.

During Fiscal Year 1985, DPA's Bureau of Selection completed work on training manuals for agency personnel and examination booklets (covering over 21,000 positions) necessary for the delegation of exam administration. The program has been implemented on a pilot basis in two agencies, the Department of Revenue and the Massachusetts Rehabilitation Commission, and will be fully operational and available to all interested agencies during Fiscal Year 1986.

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## Conversion of Civil Service Rules to Personnel Administration Rules

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According to Chapter 31 of the General Laws, the Personnel Administrator is now charged with promulgating the former Civil Service Rules, with amendments and additions, as the Personnel Administration Rules. After a lengthy process which included public meetings held throughout the State, the Personnel Administrator issued new rules to guide the Massachusetts Civil Service Merit System, effective July 9, 1984. During the public process, the Department received specific proposals for revisions from municipal and state officials, appointing authorities, employee organizations, public interest groups, and the general public. There is little doubt that the State's Merit System will benefit significantly from the involvement of all these interested parties in structuring the rules for the future.

The Personnel Administration Rules incorporate the former Civil Service Rules in a reorganized format with minor changes and include new rules in certain areas required by statute. During Fiscal Year 1986, the Department plans to conduct a comprehensive review of all former Civil Service Rules in conjunction with its evaluation of the new Personnel Administration Rules.

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## Affirmative Action Recruitment

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In the area of affirmative action, one of DPA's major responsibilities during the past two years has been to oversee the implementation of the Culbreath Consent Decree, designed to remedy the past discriminatory employment practices of the Civil Service system in five major State agencies. The Department's recruitment staff continues to put considerable energy and resources toward minority outreach, follow-up, and program evaluation.

During Fiscal Year 1984, DPA met its goal of recruiting qualified minority applicants for Culbreath civil service examinations (21.6%). This was accomplished through a combination of outreach activities including conducting on-site workshops at minority community-based organizations, participating in job fairs at high schools and colleges, sending mailings to applicants and over 235 community organizations/agencies who comprise a resource list, and advertising in minority publications.

A Recruitment Committee oversees this process and provides a forum for ongoing communication among DPA's recruitment staff, the defendant agencies, and the Culbreath monitor. The Committee meets regularly to discuss ways to improve the recruitment and examination processes and to evaluate ongoing efforts.



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## Examination and List Information Processing System

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Like all other civil service systems, the goal of the Commonwealth's system is to process exam results in a timely manner and to establish lists of qualified candidates for appointment to positions. The Examination and List Information Processing System (ELIPSYS) is a computer system developed by DPA staff to dramatically reduce the time required to produce exam results and certifications of qualified candidates to appointing authorities. Implementation of ELIPSYS eliminated the key punching operation, the most time-consuming procedure in examination processing which required sending batched applications daily to the Office of Management Information Systems (OMIS). The new system covers all aspects of exam processing, including accepting applications, scheduling and notifying applicants, analyzing answer sheets, updating records, establishing eligible lists, and certifying candidates.

ELIPSYS training for DPA staff began during Fiscal Year 1984 and is ongoing as different aspects of the system are developed and implemented. As ELIPSYS becomes fully operational, agencies will be able to:

- Inquire directly through a computer terminal concerning a list or the status of any examination for any civil service position.
- Receive computer-assisted certifications upon direct entry of required information.
- Report on certifications directly to system files through a terminal.

Together with PMIS, ELIPSYS is a major step toward creating a comprehensive merit personnel administration information system for the Commonwealth.

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## Establishment of the Bureau of Local Government Services

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In the Fall of 1984, the Bureau of Local Government Services was established within DPA to consolidate all municipal activities in the areas of certification, record-keeping, classification, technical assistance, and training. The establishment of the new Bureau has dramatically improved DPA's effectiveness as a service-provider to municipalities and has increased access by local appointing authorities to essential information. The Bureau's staff review existing policies and procedures and attempt to simplify and consolidate wherever appropriate. This unit was instrumental in achieving the implementation of certification processing through the computer system ELIPSYS.

The Bureau of Local Government Services plans to continue its efforts toward the complete automation of all personnel records processing. In addition, it has started the development of training programs designed to assist local elected officials and appointing authorities as well as the compilation of written reference materials for both appointing authorities and applicants.

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## Examination Application Fee

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On October 1, 1984, following a legislative mandate (Chapter 234 of the Acts of 1984), DPA began to require a \$10.00 application fee for each open competitive and open continuous examination for which an application was submitted. Between October 1984 and June 1985, the Department collected \$100,000 in application fees,

revenue to the Commonwealth, collected from a new source, for the first time.

To ensure that the exam fee does not screen out those applicants most in need, the associated waiver policy is critical to implementation. The required fee may be waived for: applicants receiving either State or Federal public assistance; applicants receiving unemployment compensation or worker's compensation; or applicants submitting proof of indigence. During the first nine months of the fee's implementation, all those applicants who requested a waiver were granted one. ■



# HUMAN RESOURCE MANAGEMENT

During the past several years, the scope of "human resource" issues confronting management, in both public and private sector organizations, has expanded considerably and has become an even more integral part of management than ever before. Like so many other organizations, the Commonwealth's Department of Personnel Administration focused significant energy over the past two years on the individual working in State government. Consistent with other efforts to attract and retain high quality individuals in service to the Commonwealth, the Department invested in a number of state-of-the-art human resource management initiatives designed to help develop, motivate, and ensure the well-being of the State's workforce.

## Massachusetts Employee Assistance Program

During Fiscal Year 1985, DPA proudly announced an expansion of its Massachusetts Employee Assistance Program (MEAP), an assessment and referral service for State employees who need help due to: alcohol or drug problems; mental or emotional problems; marital, financial, or legal problems; or other job-related difficulties. Through the program, assessment and referral are offered at localities throughout the State by a variety of professionals who have contracted with the Commonwealth.

This year's program expansion included the opening of five new MEAP locations in Lowell, Springfield, Brockton/Taunton, Salem/Lynn, and Jamaica Plain, thus expanding coverage from

7,400 State employees to a total of 18,000 State employees and their families. Meetings have been held in each location to introduce the vendor in that particular area and to fully explain the types of assistance available.

The Commonwealth, through DPA, plans to invest in the well-being of its workforce through the continued expansion of MEAP which will be available to all State employees in the next few years.

## Massachusetts Performance Recognition Program

An integral part of any comprehensive human resource program is a vehicle for encouraging and recognizing outstanding performance by managers as well as non-managerial employees. In July 1984, Governor Dukakis announced the establishment of the Massachusetts Performance Recognition Program designed to

focus attention on the excellence which exists in State government, to reward exemplary performance by State employees, and to encourage talented individuals to continue to excel.

Each year, cabinet secretaries and agency heads select individuals or groups of employees from Executive Offices and agencies who have demonstrated outstanding performance in contributing to the achievement of the agency's goals and objectives. These selected individuals receive the Commonwealth Citation for Outstanding Performance in recognition of their accomplishments. Approximately 400 citations are awarded statewide and through a selection process which requires that a representative Selection Committee review nominations and make recommendations to the cabinet secretary or agency head.

In addition, the Commonwealth's Performance Recognition Program includes the Manuel Carballo Governor's Award for Excellence in Public Service, a special award named after the late





Human Services Secretary and given annually to no more than ten of the Commonwealth Citation recipients who exemplify the highest standards of public service. A ten-person Selection Committee comprised of the Speaker of the House, President of the Senate, and gubernatorial appointees from business, labor, community groups, academia, and the media review nominations and make recommendations to the Governor, who makes the final selections. Based on the Committee's recommendations, the Governor selects individuals or groups who exemplify, as did Manny Carballo, the highest standards of public service. Those selected for this special honor receive \$1,000 in recognition of their outstanding contribution.

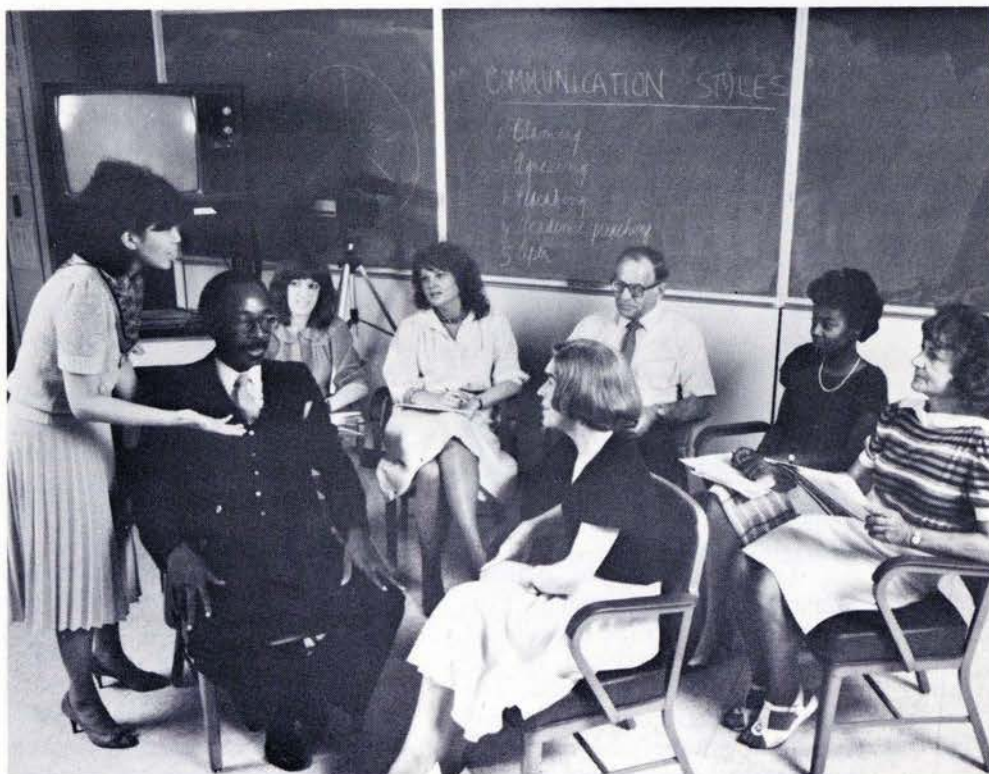
To provide a forum for the presentation of the awards, DPA coordinated the first annual "Pride in Performance" awards banquet held in December 1984. Almost 1,200 State employees and guests attended, including representatives from all Executive Offices and most agencies. The overwhelming success of the event made it memorable and significant not only for those individuals who were award recipients, but for all of us in State government who continue to be motivated by their example and to work toward excellence in public service. Preparations are already well underway for the second annual awards dinner scheduled for December 1985 to celebrate the Commonwealth's "pride in performance."

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### Alternate Work Options Programs

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Governor Dukakis has expressed his strong commitment to the revitalization of alternate work options, particularly flextime and part-time programs, as a means of improving the quality of work life for State employees and as part of the effort to market the Commonwealth as an attractive, innovative employer. There is strong evidence that flextime programs increase productivity, decrease absenteeism



and tardiness, and improve morale. These results are not only beneficial to the employee but have cost-reducing implications for the Commonwealth as a whole. These programs are especially appealing to working mothers, who comprise a rapidly growing portion of the workforce, as well as disabled or older workers who cannot work on a full-time basis.

DPA has recently sponsored three conferences, attended by over 250 participants, in locations throughout the State to introduce agency heads to various flextime options. In addition, the Department held special conferences on this issue for union representatives and managers of state-supported facilities such as hospitals and schools. As a result of these and other promotional efforts, nearly 3,000 additional State employees have been enrolled in a flextime program, bringing the statewide total to 5,000 employees.

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### Human Resource Development

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An important element of the Department's emphasis on human resource management is the comprehensive four-tier Management Development and Training Program. The program provides a solid base of management theory and practice for all State managers. A mix of highly-qualified consultants and trainers are used throughout the program, and both DPA and participating agencies share in the funding for this worthwhile effort.

Tier I of the program is designed to train State agency personnel and training staff to be instructors of basic management skills, thereby providing agencies with a continuous in-house capacity to train its own supervisors. In addition to a core curriculum which addresses both the organizational needs of agencies and the professional needs of the participating supervisors, Tier I also includes several personnel policy



training modules, which were added to the program in the Spring of 1985. Participants are surveyed at the start of each program to select 12 modules from a total of 18 available topics. Some of the modules discuss the administration of sick leave benefits, sexual harassment, employing the disabled, the Massachusetts Employee Assistance Program (MEAP), flexible work hours, leadership, and stress management. Participants have found that the public speaking and training of trainers portions of the program are key to their success in replicating the training in the agencies from which they have come.

Tier II, the State Agency Management Development Program, is offered by the Institute for Governmental Services of the University of Massachusetts. The program is targeted to middle-level managers whose jobs include a substantial degree of supervisory and decision-making responsibilities. This portion of the program requires a commitment of nearly 170 hours over a 17-week period and concentrates on topics essential to the enhancement of management effectiveness. These include planning processes, management theory, group development and team-building.

The Tier III program, offered by the Institute for Governmental Services, is an advanced course geared to senior-level public managers. It is designed to sharpen their skills in adapting policy and program operations to social, political, economic, and legislative trends. This tier provides instruction in areas such as economic forecasting, public sector productivity, and strategic budgeting. Participants complete agency-specific projects as part of Tiers II and III training, thus integrating theory and practice.

Brandeis University's Heller School offers an alternative mode of management training for senior-level managers. The Heller School program is an extensive, five consecutive day program of advanced management analysis. In two years, Brandeis has offered this course to almost 150 senior managers.

The Commonwealth also offers management development for its senior executives who are primarily cabinet secretaries and agency heads. Two hundred and fifty senior executives have completed a five-day residential program run by the John F. Kennedy School of Government at Harvard University. This curriculum focuses on policy strategy, human resource management, financial management and control, and operations management. The program is designed to increase the executive's understanding of the broad responsibilities of government and to enhance his or her ability to solve problems within a comprehensive framework. The experience also allows senior executives of State government to meet, study, and live together for a week, sharing the challenge of managing a large organization in the public sector.

In addition to its emphasis on specialized management training, the Commonwealth offers a tuition remission program to all State employees. The program provides State workers with an opportunity to obtain an undergraduate or graduate degree in the area of their choice at a reduced cost from public institutions of higher education in Massachusetts. As much as 100% of the tuition may be granted for courses taken at any of the nine state colleges, fifteen community colleges, the University of Lowell, Southeastern Massachusetts University, and the University of Massachusetts. To encourage and assist employees in utilizing this benefit, DPA, in conjunction with the University of Massachusetts, offers, on a regular basis, "Back to College Seminars" which provide State employees with information on how to plan for

college course work, meet admission requirements, and fit college into a working career. Academic courses are also offered after business hours through the University of Massachusetts/Boston in DPA's classroom facility at no cost to the employee.

Through the Bureau of Human Resource Development, DPA intends to continue the implementation of its strategic plan designed to address the training and development needs of all State employees. This plan is based on a comprehensive needs assessment recently conducted through the Bureau utilizing data from training program participants, agency training officers, consultants, representatives from area universities, and officials from other states. The main objectives of the plan are:

- to provide consistent, up-to-date, high quality learning experiences that enhance current job performance and career mobility;
- to develop the knowledge and skills of managerial, supervisory, professional, and clerical/support staff to enable them to perform more productively, efficiently, and creatively; and
- to foster teamwork and networking in order to encourage learning and the sharing of ideas for the benefit of the Commonwealth. ■



DPA has undertaken a number of special initiatives related to specific issues raised by public concern, legislative mandate, and economic or other trends. While some of these initiatives are still in the early stages, several have resulted in model policy statements, such as that pertaining to the employment of handicapped persons, or state-of-the-art programs such as the Executive Search Program.

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### Comparable Worth/Pay Equity

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During the past two years, the concept of "comparable worth" or pay equity has been identified by seventeen state governments as a critical and complex issue to be faced head on, and Massachusetts is no exception. In December 1984, Governor Dukakis publicly expressed his support of the concept of comparable worth, which requires that jobs which have been filled traditionally by women be compensated the same as those of equal value to an organization which have been filled traditionally be men. In the past, some jobs traditionally filled by women have been paid less than those of equal value filled by men.

After studying the State's classification plan, a special joint committee of the Legislature concluded that the current classification plan was fair but that the State's job evaluation system required modification. DPA, in conjunction with the Office of Employee Relations, is charged with the development of a fair, objective approach for classifying, evaluating, and compensating positions in a way that reflects the complexity of each position and its value to the Commonwealth. The Department will continue to assist the Governor and the Legislature in the ongoing resolution of this important matter.

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### Employment of Handicapped/Disabled Persons

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During 1985, DPA undertook a major initiative to reaffirm the Commonwealth's policy of nondiscrimination and equal opportunity for disabled persons. In April 1985, the Personnel Administrator issued the State's first "reasonable accommodation" policy, recognizing that, with regard to handicapped employees, identical treatment may be discriminatory, and allowing for distinct treatment of these individuals in order to ensure equal opportunity. The statement indicates that it is the policy of the Department of Personnel Administration to provide reasonable accommodations for the known physical or mental limitations of otherwise qualified handicapped DPA employees or prospective employees, civil service applicants and recipients of DPA services. The Department's intent in formalizing this policy is to facilitate and resolve reasonable accommodation requests made by handicapped persons in a way which does not impose an undue hardship upon the program or activity, and to have this reaffirmation of policy serve as a model for other State agencies.

Additionally, in June 1985, DPA established a new medical/occupational review system for public safety positions. In conjunction with efforts by the Massachusetts Commission Against Discrimination, the Personnel Administrator modified civil service hiring procedures so that medical, psychological, physical, and dexterity examinations do not automatically exclude applicants with minor disabilities. Under the old procedure, an applicant had to pass rigorous medical examinations to become eligible for a public safety position. Under the new procedure, a candidate can secure a position on the condition that he/she subsequently meets physical

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## SPECIAL INITIATIVES

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and mental requirements. If he/she fails to meet the guidelines, the candidate has the opportunity for review by a DPA medical occupational review panel. While this new procedure in no way changes the physical or mental guidelines for applicants for positions as police officers, firefighters, correctional officers, and other public safety positions, it contributes significantly to an environment of equal employment opportunity for certain disabled persons.

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### Right-to-Know Legislation

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Following enactment of the State's "Right-to-Know" law in 1984, DPA was charged with the responsibility of training all State agency coordinators, who in turn provided information to employees regarding safety issues in the workplace. In a short two-month period, DPA conducted a series of well-attended training sessions for all agency coordinators and produced the necessary manuals and other training materials. As a result, State agencies are now purchasing safety equipment, evaluating the safety of their workplaces, considering employee safety as an important issue, and discussing ways to improve the safety of their workplaces with union officials.



DEPARTMENT OF PERSONNEL ADMINISTRATION  
SYSTEM FOR TRACKING APPLICANT REFERRALS (STAR)  
APPLICANT INQUIRY

87/11/85  
14:21:28

SPENCER KENNEDY, JENNIFER A

SKILL CODE COMMENTS	SKILL	LEVEL
40818	PUBLIC ADMINISTRATION (GENERAL)	MEB2
40178	BUSINESS MANAGEMENT	MEB7
42448	BUSINESS LAW	MEB4

ENTER I TO RETURN TO FORMER FUNCTION X TO RETURN TO INQUIRY MENU=> \_

--86 28.71

## Executive Search Program

In keeping with the Governor's strong commitment to attract qualified minority applicants to State government, DPA has developed a program of professionalized recruitment and referral services to supplement the human resource programs of State agencies. In April 1985, the Department launched its Executive Search Program to recruit and refer qualified applicants for all management positions, including senior executives, within Massachusetts State government.

A new senior-level Executive Search Unit was formed within DPA's Bureau of Recruitment and Referral to provide this service to secretariats and agencies. The staff publishes a bulletin called "The Recruiter Service" on a monthly basis to inform managers of new professional opportunities in State government and to provide a tool for those managers actively recruiting to fill current management vacancies. To guarantee accurate and updated information, the recruitment effort is supported by the Department's computerized System for Tracking Applicant Referrals (STAR).

This important initiative, which is viewed as a model for other states, is one which promises to have a significantly positive impact on efforts to recruit minorities, women, and disabled individuals to senior-level positions in State government.

## Recruitment and Referral Program

In conjunction with the Department's efforts in the area of affirmative action, DPA has introduced a new automated recruitment and referral program called "STAR," System for Tracking Applicant Referrals. STAR is a free personnel service to State agencies utilizing the most current technology. It aims to expand and enrich the pool of applicants for all jobs, stressing affirmative action. Under the new system, an applicant simply submits one resume which puts him/her in line for all available job openings. In addition, the system allows for complete confidentiality.



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## Temporary Help

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Like every other large employer, the Commonwealth frequently contracts with vendors for temporary clerical help due to emergency situations or unforeseen circumstances. Prior to 1984, the existing system for contracting for temporary help in State government was cumbersome, inflexible, time-consuming, costly, and did not allow for the monitoring of expenditures. As a result, in June 1984, DPA overhauled the procedures through which State agencies may acquire temporary help by issuing new guidelines including recommended rate schedules for all agencies and vendors and standardized job titles and specifications. A Temporary Help Coordinator is now part of the DPA staff providing technical assistance, monitoring costs, and actually procuring temporary help for smaller agencies.

A request for proposals was issued in the Spring of 1985 inviting temporary help vendors to submit set rates within the established standardized guidelines for 13 job skills in four geographic regions. Twenty-four vendors responded and were awarded contracts for the remainder of fiscal year 1985. Agencies no longer need to negotiate individual contracts, but may access temporary clerical help through these statewide contracts, which have been renewed for fiscal year 1986.

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## Manager's Survey

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In August 1984, DPA conducted a survey of all State managers to collect data and opinions regarding a variety of issues, such as benefits and professional development. The survey asked managers to share their personal views anonymously regarding satisfaction with existing benefits, the ranking of potential benefits to managers, and the

importance they placed on various elements of management development and training. A total of 3,200 surveys were mailed; 1,400 responses were received and analyzed statistically. This represents approximately 40% of all State managers.

The results of the survey provided valuable, and sometimes surprising, information for DPA. For example, the data collection revealed that 60% of those responding have graduate degrees, an important piece of information in designing training programs. Overall, managers reported being a little more than "moderately satisfied" with the State's benefits package. However, they listed dental coverage highest in their list of desired potential benefits.

In July 1985, DPA prepared a draft legislative package advocating certain changes in the State's Management Classification, Compensation and Development Program based in large part on the information obtained through the survey. DPA's recommendations include extensive changes to compensation schedules for managers and the addition of dental, vision, and long-term disability insurance coverage to managers' benefits package. During the coming fiscal year, the Administration hopes to file the bills necessary to make these adjustments and to work toward their legislative approval.

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## Salary Adjustments for Data Processing Professionals

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Effective January 1984, legislation was enacted regarding employment by the Commonwealth of data processing professionals in non-managerial positions (Chapter 717 of the Acts of 1983). Chapter 717 makes two substantive changes to designated professional data processing positions. First, appointments to these non-managerial positions will be

exempt from tenure provisions and Civil Service coverage. Secondly, the salaries of these positions will be determined annually by the Commissioner of Administration based upon recommendations by the Personnel Administrator.

The intent of the law is to facilitate the Commonwealth's ability to recruit, retain, advance, and develop individuals with specialized ability in the fields of computers and computer software. Although it allows classification and compensation discretion, the law in no way relieves state appointing authorities of their responsibilities for administering a proper position classification plan.

In compliance with the law, DPA staff, together with staff from the Office of Management Information Systems (OMIS), spent considerable time analyzing and revising job descriptions, conducting a salary survey, assigning new salary levels to new titles, and describing new procedures to agency heads. Due to the flexibility and skill of those involved, the Commonwealth was able to modify its requirements, procedures, and compensation levels to adapt to the unusual market conditions which currently exist in Massachusetts. ■



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# PLAN FOR THE FUTURE

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In addition to ongoing efforts in the aforementioned areas, the Department of Personnel Administration will undertake as its major initiative during the next two years a comprehensive program to simplify and improve the Commonwealth's Civil Service System. Using a project approach to define problem areas and to design a course of action to address each of these areas, the program is intended to revamp the Civil Service System by June 30, 1987.

The Civil Service Simplification and Improvement Program will examine all DPA responsibilities, functions, and resources which bear directly upon the State's Civil Service System. Guided by a Project Consultant and working closely with a Steering Committee made up of individuals from municipalities and State agencies representing a broad range of interests, DPA staff will address proposed individual projects and recommend appropriate changes in systems, rules, policy, and legislation. Individual projects will analyze and attempt to improve areas such as the Civil Service process, test scheduling and announcements, the establishment of labor service lists, the enforcement of rules and procedures, and the development of productivity standards for certain work units. A full-time "Project Team," composed of DPA managerial and professional staff as well as staff from other State and municipal agencies, will implement project plans.

Project planning and implementation will proceed recognizing that ongoing DPA programs and operations must continue uninterrupted. The Department's human resource programs will be reviewed for their direct relation to and impact upon the Civil Service processes. Other agencies whose efforts are supported by or related to DPA will also be examined.

Many of the shortcomings and cumbersome aspects of the State's Civil Service System are well known and do not require lengthy study. It is intended that this program will emphasize immediate, action-oriented measures designed to increase productivity and decrease workload. This initiative, which represents an enormous undertaking with widespread consequences for the management of State government, illustrates the Department's continued commitment to providing effective and efficient services to all municipalities and State agencies. The program is well underway and will be DPA's major priority during the next two years. We are confident that it will be successful in making the Civil Service System more responsive to the Commonwealth's personnel needs. ■



**DEPARTMENT OF PERSONNEL ADMINISTRATION  
EXAMINATION STATISTICS**

Functions	FY84	FY85
Examinations held	761	798
Applicants examined	42,216	37,960
Alphabetical lists	691	793
Pass/Fail notices sent	44,865	37,165
Medicals held	3,451	1,389
Strength tests held	1,102	1,048
Eligible lists	582	623
Eligible candidates	45,628	23,982

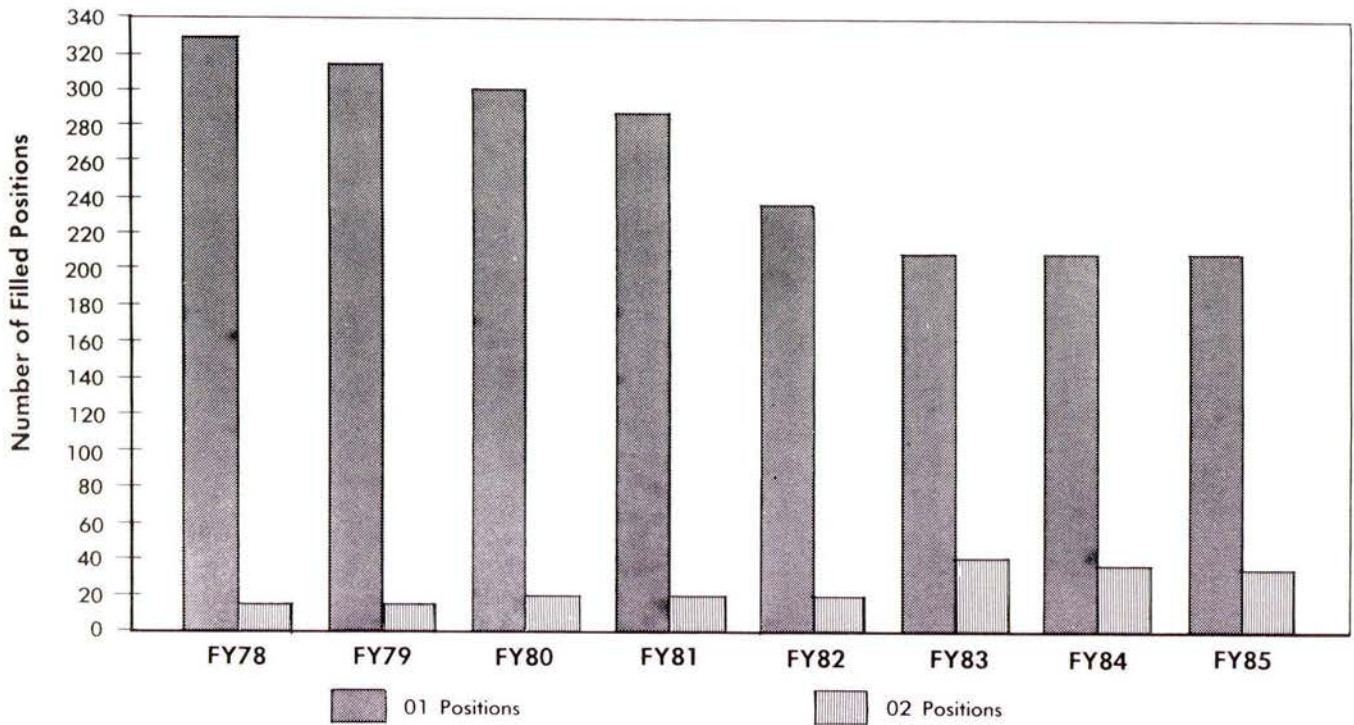
**DEPARTMENT OF PERSONNEL ADMINISTRATION  
CERTIFICATION AND APPOINTMENT TABLE**

Functions	FY84	FY85
Certifications sent to agencies	3,021	3,105
DPA approved applicants from certification		
Labor Service	76	348
Official Service	2,899	3,067
Total	2,975	3,415
Requisitions received		
Official and Labor Service	20,946	12,765
Applicants notified for Employment Interview		
Labor Service	2,787	5,582
Official Service	100,000	164,066
Total	102,787	169,648



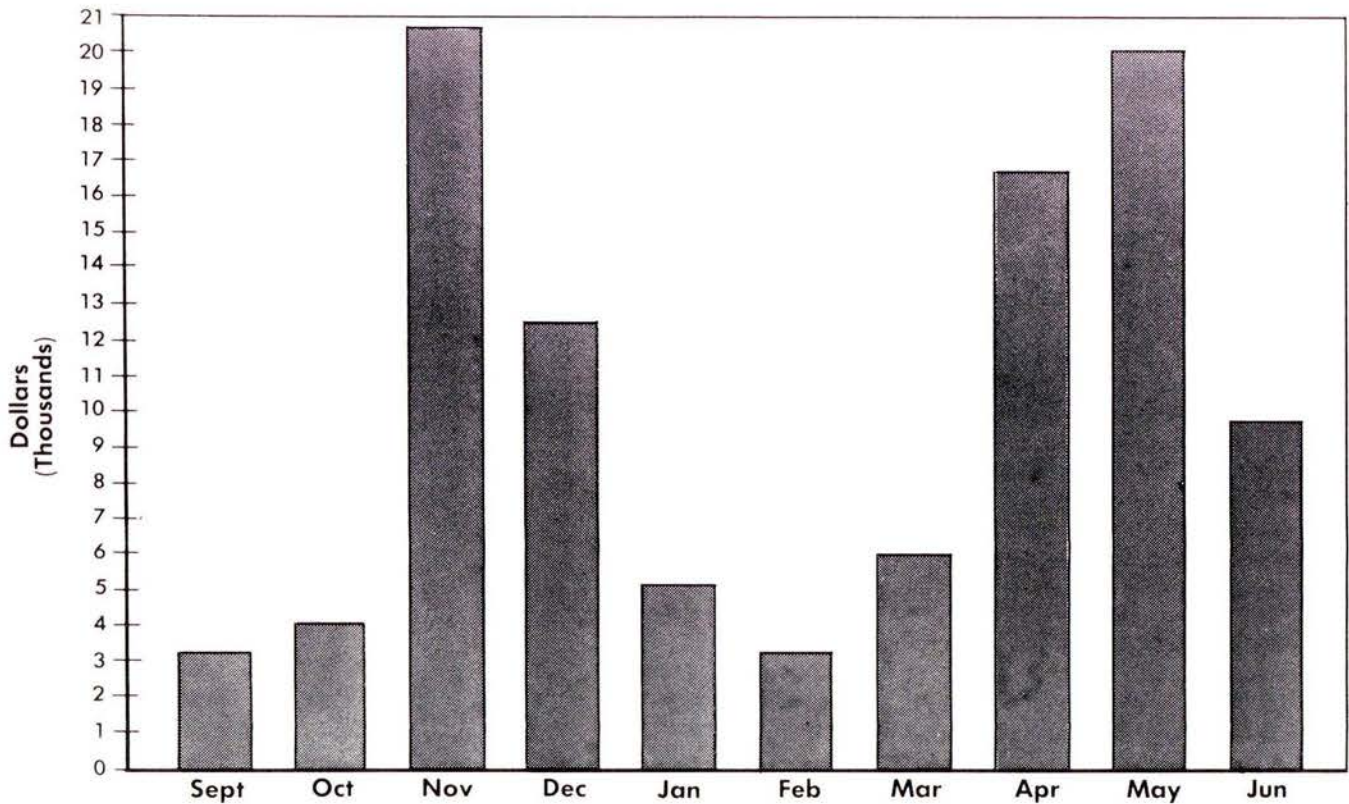
## 8 YEAR STAFFING GRAPH

Filled 01 and 02 Positions



## APPLICATION FEES RECEIVED

FROM SEPT 84 THROUGH JUN 85

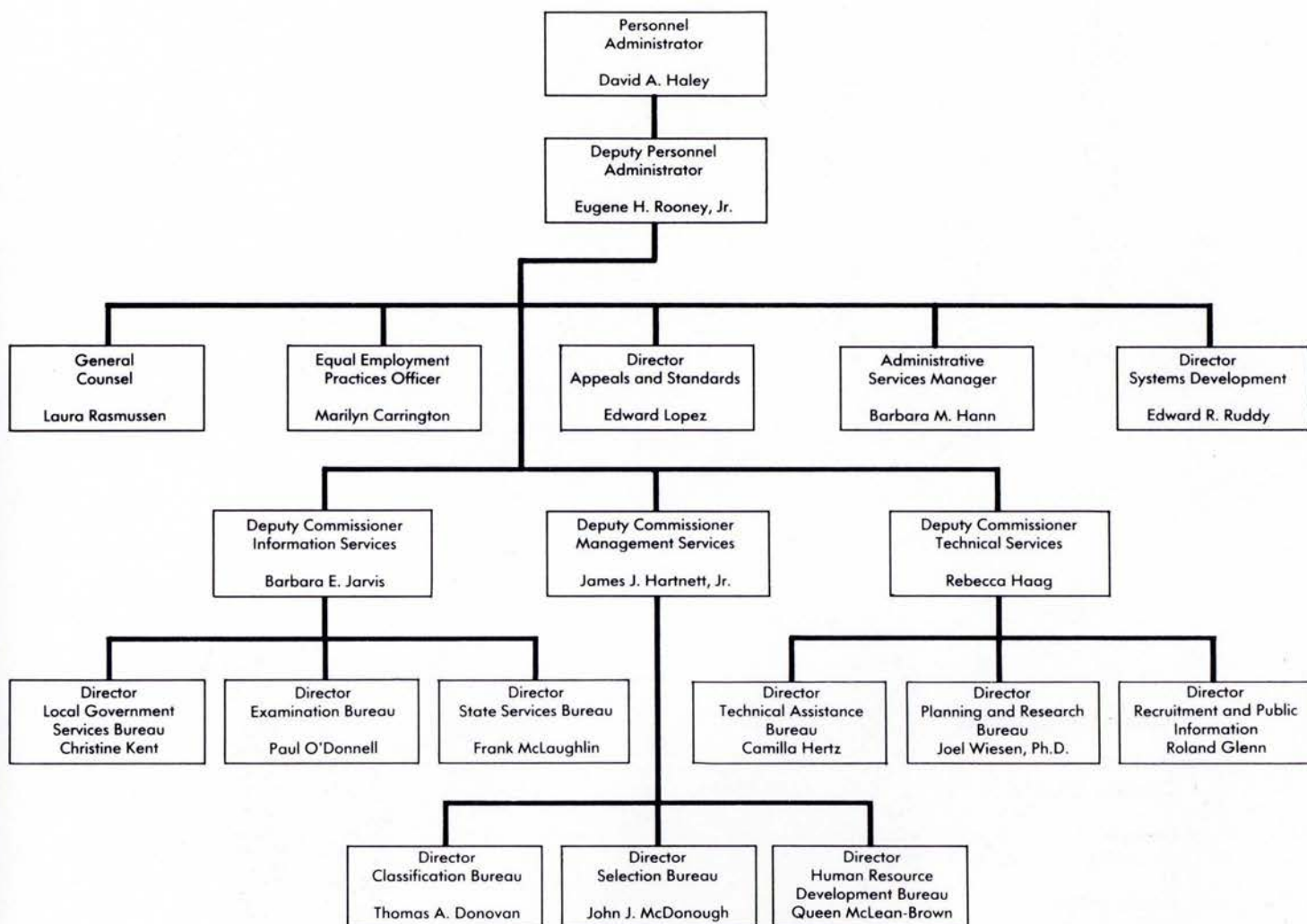


Total revenue received: \$101,471



## DEPARTMENT OF PERSONNEL ADMINISTRATION

### Organizational Chart





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Department of Personnel Administration**



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